IN THE UNITED STATES DISTRICT COURT FOR THE DISTRICT OF RHODE ISLAND

VS. * JULY 22, 2019

OCWEN LOAN SERVICING, LLC, * PROVIDENCE, RI

HEARD BEFORE THE HONORABLE LINCOLN D. ALMOND

MAGISTRATE JUDGE

(Defendants' Motion to Dismiss and Plaintiff's Motion to Amend)

APPEARANCES:

FOR THE PLAINTIFF: TODD S. DION, ESQ.

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THE COURT: We are on the record in the matter of Andrade versus Ocwen Loan Servicing, 18-385, and before the Court today for argument on Defendants' motion to dismiss, ECF filing No. 7, and the motion to amend filed by Plaintiff, ECF filing 13.

Will the attorneys present for this hearing identify themselves for the record, please.

MR. DION: Good morning, your Honor. Attorney
Todd Dion on behalf of the Plaintiff.

THE COURT: Good morning.

MR. BODURTHA: Good morning, your Honor. Sam Bodurtha on behalf of the Defendants.

THE COURT: Good morning.

So I've reviewed the briefing, and I think the most efficient way to handle the hearing is to hear first from Mr. Dion to sort of lay out for me why he believes an amendment is warranted here, and why he thinks the amended complaint states viable claims.

Mr. Bodurtha, you can then respond to that.

I'll let you reply and we'll see where that takes us.

MR. BODURTHA: Okay. Thank you.

MR. DION: Thank you.

Your Honor, one of the most basic tenets or foundations of recent foreclosure law in Rhode Island

is best described in the <u>Bucci</u> case, where it was explained by the Rhode Island Supreme Court that the power to invoke the statutory power of sale derives from the words of the mortgage contract and compliance with those terms.

The words of the mortgage contract in this case clearly and plainly state that the lender may invoke the statutory power of sale, quote, "subject to applicable law."

The mortgage states and reiterated that applicable law must be complied with, and I would argue must be strictly complied with in order to invoke statutory power of sale.

THE COURT: So that's your Count II in I guess the original and the proposed Amended Complaint, right?

MR. DION: Yes, your Honor. The main argument is based on the breach of contract claim, the Count II claim. That's really where the meat of this case is.

THE COURT: So let me ask you just a practical question. So I noted I believe it was in your reply brief where you made the same basic point where you said -- I'm trying to find the particular page.

You described the proposed Amended Complaint as a straight-forward state law contract theory alleging that the Defendants failed to foreclose in the manner

prescribed by applicable law, et cetera.

So my question would be why do you even need Count I? So as I read Count I, you're proposing to amend Count I to seek a declaratory judgment and that certain laws weren't followed and that, therefore, the foreclosure was void, which I think takes the declaratory judgment sort of one step beyond what it should be, right? You're asking for more affirmative relief.

But Count II would necessarily require the Court to undertake a determination, since it's based on the requirement that you say is in the contract to comply with applicable law, it would require the Court to determine what's applicable law and whether it was followed, right?

MR. DION: Yes, your Honor. That's correct.

And in fact, now that I have reviewed what I had filed and I would even concede as to Count I and just proceed on Count II. I'm really looking for breach of contract claims here in this case.

THE COURT: All right. That makes more sense to me, and I think that could focus our discussion in today. I think it is somewhat duplicative.

Continue then. Why does Count II as set forth -- I mean, I understand the rules of amendment

and we should be liberal in granting amendments to parties in cases, but also we have the discretion to deny amendment where a claim doesn't state a viable cause of action.

So tell me a little bit more about Count II.

MR. DION: Your Honor, as to the contract claim, the Rhode Island state cases following <u>Bucci</u> as well as cases from this Court and the Rhode Island Bankruptcy Court have recognized that the foreclosure process and the statutory power of sale in Rhode Island is itself advantageous to the banks because the power of sale gives them the power to take property without judicial oversight; therefore, the terms of the mortgage document must be strictly complied with in order to foreclose.

This concept was recognized by Bankruptcy Judge Finkle in the <u>Demers</u> decision and by this Court in Judge McConnell's <u>Martins</u> decision, and I believe most similarly to this case in the <u>Dan-Harry</u> decision by Magistrate Sullivan and Chief Judge Smith.

These cases recognize that the terms of the mortgage especially when related to foreclosure are condition precedents to foreclosure.

And I would argue that it certainly is a condition precedent to foreclose in this case for the

lender or mortgagee servicer to comply with applicable state law related to the licensing of servicers in Rhode Island, and that statute is particularly mentioning illegal foreclosures as a prohibited act for unlicensed servicers under the statute.

Now, the Defendants, of course, are trying to make a similar argument as the defendants made in the <u>Dan-Harry</u> case that the plaintiffs are trying to enforce a regulation through the back door, but that is not the case here because the claims stem from the contract itself as <u>Bucci</u> and <u>Dan-Harry</u> explain and the clear and plain requirement that the Defendants comply with applicable law in order to foreclose.

THE COURT: So what I got out of Mr. Bodurtha's submissions, and he can correct me when he gets up if I'm misreading them, is he points to this consent order and says, Well, everything was resolved and there is no violation of state law, there was authority to conduct the foreclosures at the relevant time.

MR. DION: The law was enacted -- I believe that argument is forgetting about the fact that the law was enacted in 2014. So we have approximately two years where the Defendant was conducting foreclosures and collecting payments without a license in violation of the statute, which I'd also like to mention provides

for criminal penalties, I believe.

So the cease-and-desist order and the subsequent consent order that superseded it, I believe that focusing on those orders does not take away from the fact that Ocwen was in violation of the Rhode Island statute well before the cease-and-desist order came into existence, but that was with the proposed Amended Complaint reflects to expand the pool of plaintiffs since the law prohibiting unlicensed servicers from conducting foreclosures was enacted in 2014.

The Defendants made no effort to comply with the applicable law and become licensed until the cease-and-desist order, had been, in fact, conducting foreclosures without a license --

THE COURT: Just so the record is clear, I think
I got from your pleadings and doing preparation for
this hearing that the statute was effective July 1st,
2015?

MR. DION: Yes, yes, your Honor. I apologize.

That is when an amendment defining third-party loan servicers was enacted. Yes. So it would be July 2015, not 2014.

THE COURT: I just want to make sure we're all on the same page. All right.

MR. DION: With regard to the consent order and

the Defendants' contention that it supersedes the cease and desist, there's nothing in the consent order that specifically says that the consent order was to nullify the cease and desist retroactively. And if the Court was inclined to think so, I believe that that should be construed as an ambiguity that should be argued at summary judgement rather than a motion to dismiss or motion to amend where the allegations in the Complaint are to be viewed in the light most favorable to the Plaintiff.

THE COURT: All right. Anything further, sir?

MR. DION: No, your Honor.

THE COURT: All right. Thank you.

Mr. Bodurtha.

MR. BODURTHA: Thank you, your Honor.

So I'm going to limit what we're discussing here to the contract claim. It's my understanding that we're not talking about a direct action under the statute or a request for a declaratory relief, the statute was violated.

THE COURT: That's my understanding.

MR. BODURTHA: In terms of the contract claim,

Citizens for Preservation of Waterman Lake versus

Davis, the 1980 Supreme Court of Rhode Island decision,
in that case a group of citizens filed -- and the Town

of Glocester filed a lawsuit against a developer, actually someone who was accused of dumping waste into the environment. And the question for the Supreme Court to consider was whether or not the Town of Glocester and its citizenry actually had a right to enforce a wetlands act violation against this developer.

The problem with their claim was, similar to this case, the wetlands act did not allow for a private right of enforcement. Instead, the wetlands act violations were to be enforced by various public entities, none of which included (Unintelligible).

THE COURT: Are they seeking to enforce here?

If I understand --

MR. BODURTHA: Well, let me just get to -- this is a long-winded way of getting to this contract action.

THE COURT: Okay.

MR. BODURTHA: So the town comes in and says, wait a second, we had a contract with Davis. And because of our contract with Davis and because under every contract there's an implication that you'll comply with existing law, the fact that they have violated the wetlands act, according to us, allows us to sue Davis for breach of contract. And the Rhode

Island Supreme Court said, no, you can't do that because that contract did not create that type of obligation.

There was no way that the Rhode Island Supreme Court could imply or infer or find an express provision within the agreement that would allow for the contracting parties to use that contract as an enforcement mechanism.

The Court says, "Nor is this a case in which an existing statute expressly creates a specific obligation between the contracting parties. In such a case, the statute is as much as part of the contract as if the statute had been actually written into the contract."

Now, compare that to the <u>Dan-Harry</u> contract. Okay?

lawfully or comply with the contract and foreclose.

THE COURT: I want to talk about this contract.

So what does this mortgage say you need to do

MR. BODURTHA: So two things. Number one, in terms of whether a mortgagee must comply, strictly comply with pre-conditions as a pre-condition to foreclosure, Judge McConnell's decision in Martins
wersus FHFA, he zeroed in on the notices and the fact that notices were required in order for a mortgagee to

foreclose. And he looked at <u>Hetco versus Blanchette</u> and <u>Demers</u> and said, well, if you're going to foreclose under the power of sale and you have these notices that you have to issue, those notices must strictly comply with Paragraph 22 of the standard Fannie Mae Freddie Mac mortgage instrument.

THE COURT: Yep.

MR. BODURTHA: The <u>Martins</u> decision does not stand for the prospect of, Listen, the entire contract must be strictly complied or strictly conformed to. He didn't say you have to comply with every single piece of applicable law. He limited his decision to Paragraph 22.

So what I would argue to the Court today is when you're considering whether simply meeting applicable law is a strict compliance construct, it's not.

I'm not suggesting that my client did not comply with applicable law but I don't believe that a borrower can --

THE COURT: Then is that meaningless language in the contract?

So if you're saying there's strict compliance -- there would just be compliance, right?

MR. BODURTHA: Correct. So as long as the mortgage loan servicer is complying with applicable

law, then there's no trouble in terms of the contract itself.

THE COURT: And he says you're not, and you say that this consent order essentially retroactively abated, I think was the term you used, any prior non-compliance.

MR. BODURTHA: Well, no. Before I'm even getting there I'm suggesting to the Court that the servicing statute and the servicing licensing statute, which is a creature of the DBR, enforced by the DBR and penalized by the DBR, cannot be applied as applicable law under the contract because if you consider the difference between the Citizens for Preservation case and the Dan-Harry case on the other side, you can't reach the conclusion that a borrower entered into a contract with a lender with the express or implied agreement that somehow this licensing statute would control the bargain for exchange.

If you contrast this case with <u>Dan-Harry</u>, the reason why <u>Dan-Harry</u> can't apply is it's a HUD mortgage. Right?

When you enter into a HUD mortgage, there are certain regulations and controls that you bargain for in that exchange. One of those is if and when you go into default, your mortgage holder has to have a

face-to-face meeting with you. The mortgage holder has to send you a letter. They have to set up a time. They actually have to go to your house, knock on the door and have a face-to-face meeting in order to ensure that there is some negotiation or at least a level of work-out option before the foreclosure goes forward.

Now, all of that is not in the mortgage, right?

But there's a term in a HUD mortgage in Paragraph 9

which says in order to complete whatever, whatever,

whatever, you've got to comply with HUD regulations.

So when a borrower enters in a HUD mortgage and accesses that type of agreement, in doing so they receive those kind of additional contractual guarantees which Magistrate Sullivan viewed as implied terms of the mortgage agreement.

So that, yes, in a HUD face-to-face or a HUD regulation mortgage, that particular borrower has the rights to come into court and say breach of contract because HUD regulations are implied here.

The same analysis cannot apply to this particular cause of action.

THE COURT: So what does it mean in the mortgage where it talks about subject to applicable law and sold in a manner prescribed by applicable law? And is that meaningless language?

MR. BODURTHA: No. It means that everything that my client did prior to foreclosure. It means that they issued the correct notices. It means that they went to a statutory power of sale foreclosure. It means that they had a fair and reasonable sale. It means in terms of this jurisdiction because clearly the applicable law provision is the way of saying, wow, there are provisions within Rhode Island law that must control.

For example, Rhode Island has a mediation statute, right? In order to notice the sale, you have to give them the notice of the availability of mediation with Rhode Island Housing, right? And then you go to Rhode Island Housing and if they can work out a deal, they can. But if not, you get a certification from Rhode Island Housing that says that you can go forward and foreclose.

That would be an instance where applicable law would control, right?

So in addition to whatever you have to do in order to foreclose, you have to follow the applicable law.

Is the licensing statute applicable law? Not to the terms of this contract. It can't apply because it wasn't part of the bargained-for exchange and isn't

even a law that the borrower can access in order to say, well, this was violated.

But consider the fact that -- let's assume that it is applicable law, okay? So then we'd be going under a contract theory alone, right?

There would have to first be a breach. There would have to be some instant showing that the contract was breached or that applicable law was breached.

There's nothing in the record here that would point you to that fact because immediately after the cease-and-desist order, emergency order was issued, Ocwen filed suit against the DBR and asked a Superior Court judge to stay enforcement of this emergency order. That happens in April of 2017. Nothing else happens in the litigation, right, for five months.

In September of 2017, the DBR comes back, going to court, the case is voluntarily dismissed and a consent order is issued, right, which reinstates Ocwen's ability to service loans, vacates the prior order and everyone goes along their way.

Nothing is mentioned within that order in terms of voiding out a foreclosure or some other type of penalty, which in this situation only the DBR could issue.

THE COURT: But why would the consent order deal

with that if it's a matter of contract?

MR. BODURTHA: Because it's the province of the DBR to assess whether there's any kind of misuse of it or violation of the servicing statute. It is not for the average private citizen or borrower to do so. That's the way the statute is set up. That's the concern here, that saying, well, there's a violation of my contract because their servicing license was under question, that doesn't go to the bargained-for exchange in the terms of the contract. That goes towards the servicer's relationship with the State of Rhode Island.

THE COURT: Assume they had no license. Then if they had no license, they weren't legally authorized to administer the foreclosure so, therefore, they didn't do it in compliance with applicable law?

MR. BODURTHA: Right. They'd be subject to a civil fine, a thousand dollars.

THE COURT: But also, in Mr. Dion's view, they didn't comply with the subject to applicable law and in the manner prescribed by applicable law because they didn't have the appropriate license.

MR. BODURTHA: But how does applicable law apply to this foreclosure when the borrower can't enforce that applicable law? How can a law that we're all conceding here --

THE COURT: So what is applicable then?

MR. BODURTHA: Well, it would have to be something that the borrower could enforce, right? The borrower can't come in and try to use some other law out there that he or she doesn't have the right to enforce. How would that apply to this particular borrower?

If the borrower has no private right of action, no one's debating that here. The private right of action is out. The declaratory judgment there could be a private right of action is out. We are not debating whether this particular borrower can apply this law. If we're not debating whether this particular borrower can apply the law, then how can it be applicable law to the contract?

It would be one thing if you had the DBR involved in this case.

THE COURT: So who does it have to be applicable to? It would be applicable to the servicer.

MR. BODURTHA: The contracting parties. It would have to be applicable to the contracting parties. You couldn't -- for example, Mr. Dion knows these cases very well because he's in Massachusetts. You couldn't go to Massachusetts and say, Well, 35A applies here because it can't. It's out of that jurisdiction.

The same or similar analysis can be used here in saying, you know what, this servicing statute cannot apply.

Now, we took it one step further. There are provisions within the servicing statute, right, Mr. Dion listed them, are all the violations that may be under Title 19, whatever, whatever (Unintelligible).

THE COURT: I just passed by that.

MR. BODURTHA: Prohibited acts. 19-14.1-4, okay. There are 19 prohibited acts. Within those 19 prohibited acts, you can go through those acts and figure out that there are separate laws, separate contractual terms, separate federal provisions that might be violated in the event that those are not followed, but you don't file a lawsuit under that prohibited acts and practices. You have a stand-alone right to do it.

The reason why I raise that is to suggest that this doesn't mean that a borrower in Rhode Island is without remedy for some of the prohibited acts that are within that law because they're duplicative of other statutes, whether it's RESPA or TILA or the state laws concerning foreclosure and mediation.

All of those laws benefit and apply to the borrowers, right?

But whether or not a mortgage loan holder is operating with a servicer under the licensing issued by the DBR can't apply to the borrower, because the borrower has no right to enforce that statute. That's why the contract claim fails.

In the instance of <u>Dan-Harry</u>, the borrower alleged that he never had the HUD face-to-face meeting. That had nothing to do with HUD. It had nothing to do with the state agency. It was a singular relationship between the borrower and his lender and his mortgage loan servicer. Did that face-to-face negotiation take place? And under those circumstances, Magistrate Judge Sullivan determined, well, you got to comply with that. That's applicable law to the relationship of the contract.

But there's nothing here that goes to that point. You can't actually get to the point of applicable law if one of the two parties to the contract can't even apply the law on their own. How can you have a contract cause of action, right, when you can't even access the statute on your own.

There's another way to look at it. <u>Martins</u>.

Talk about <u>Martins</u>, talk about <u>Bucci</u>, right, strict compliance. All those guarantees. The guarantees under the contract, right? Those are in the contract.

Paragraph 22 of the standard Fannie Mae/Freddie Mac mortgage loan instrument provides that in order to proceed with a foreclosure, the foreclosing mortgagee shall give the following notices. You've got to let them know what the default is. Thirty days out to cure. If you don't cure, it's going to be accelerated, et cetera, et cetera. Right?

Those are specific bargained-for terms of the contract. That is entirely different from when we're talking about whether a mortgage holder and their servicer are actually licensed; and if they're not licensed, would they be subject to a penalty by the state DBR.

Now, one further step to take. Let's assume you say, well, this is a contract. Then let's assume you say, okay, there's applicable law. Let's assume that you even say that the applicable law was breached. What are the damages? What is the damage from a mortgage loan servicer conducting an otherwise valid and enforceable foreclosure? There's no other allegation in here concerning the foreclosure. What is the damage of the servicer doing that without a license?

Certainly in the eyes of the DBR if he did it without the license they'd fine you a thousand dollars,

right? That would go to the state. But what's the damage to the borrower? It's not like the borrower wasn't going to be foreclosed otherwise. There's no challenge to the default. There's no other servicing violation or standing violation. There's not even a Paragraph 22 strict compliance claim here by the representative Plaintiff. Instead, it's just saying, well, this foreclosure is barred because you didn't comply with the servicing statute. You didn't have a license to service, right?

So maybe a borrower says, well, I lost my house. That's damage enough. Right? That's always sort of the classic one. Well, you conducted my foreclosure, you took my house and this should be void. But aren't they subject to foreclosure as it is? Shouldn't they have been foreclosed on in the first place? Is there any challenge to the fact that they were in default; they received a notice of default; they received a notice of sale and they went through foreclosure? No.

And the borrower, not this borrower or any other representative borrower in this case is not going to come to the court and say I wasn't in default. They wouldn't be part of the class. All they're going to suggest to the court in an allegation is, well, I was foreclosed at a time when they didn't have a servicing

license.

So then the question is how were you damaged? I was foreclosed on. Then the question is, well, wouldn't you have been foreclosed on, otherwise? Well, yeah, except they didn't have a servicing license.

So what was the particular damage that you suffered as a result of that servicing license? I lost my house.

That's it. In an instance where you otherwise in a fully valid regardless you lose your house foreclosure.

The last element to this case is this. The
Department of Business Regulations issued this
emergency cease-and-desist order in April of 2017.

(Unintelligible) they went after Ocwen big time. And
at the end of the day the Department of Business
Regulation and Ocwen resolved their differences through
a consent order avoiding litigation that allowed for
Ocwen to proceed in servicing over 6,000 mortgages in
the State of Rhode Island.

It is a dangerous step to take for the borrower and the Court to go into that negotiation to interpret what was meant, what was intended and to apply additional penalties like voiding on a foreclosure that weren't otherwise discussed as between state agency and

mortgage loan servicer. That's the point we're at right now.

What we're talking about right now is a forensic view of how that whole negotiation took place, what did they intend by the consent order. What did they mean by this paragraph? What did they mean by this paragraph?

I would suggest to the Court that it's not our province to get involved in that type of a negotiation or that type of review or that type of an interpretation. That's why the law is set up as an enforcement mechanism as between state and licensee and why the statute does not provide for a private right of action.

If the statute did provide for a private right of action, then we wouldn't be having this conversation because you could just sue on the statute. But the fact that it didn't presents a dangerous scenario where we start going in and deciding if there should be some kind of extra penalty or extra measure that needs to be taken in consideration of what the DBR had merely alleged, right? He could rely on that no court adjudicated whether that cease-and-desist order was proper.

If you look at Title 19 and how the

cease-and-desist orders operate, the party against whom the cease-and-desist order is made has three days to file a judicial challenge, which is exactly what Ocwen did. Nobody ever adjudicated whether there was truly a violation. Nobody ever adjudicated whether the servicing license should just disappear or be invalidated. That never happened.

Instead, the DBR and Ocwen were able to resolve their differences. They entered into a consent order. That should be the end of the servicing license discussion.

Thank you.

THE COURT: Okay. Thank you.

Mr. Dion, I'll give you a chance to respond, sir.

MR. DION: Yes, your Honor. The borrower here is not trying to enforce applicable laws. He's trying to enforce the contract.

Now, the penalty for a violation 19-14-26, penalty for violations under licensed activities, any person who violates or participates in violation of the applicable provisions of this Title shall be guilty of a misdemeanor and a thousand dollar fine. It's a crime to conduct unlicensed foreclosures in Rhode Island. And I do believe it would be part of the benefit of my

client's bargain that pursuant to the applicable law provision of the contract that the servicer initiating foreclosure activities is not doing so illegally and, in fact, criminal.

The <u>Citizens versus Davis</u> case, I believe the contract in that case was not specific enough. It was just a general provision that they comply with state law.

The law in this case is specifically related to foreclosure and the contract states that the foreclosure must be conducted subject to applicable law. I believe "subject to" are pretty strong words that it's subject to the applicable laws most definitely a statute in which the penalty is a misdemeanor.

As far as the <u>Dan-Harry</u> case, yes, that case focused on face-to-face meetings, but it was also a condition precedent that the lender comply with all the HUD regulations, not just the face-to-face meeting regulation.

The foreclosure here is the breach. That is where the breach is, when the foreclosure was conducted, and the relief that my clients are seeking is that the foreclosure be deemed void.

That's all I have.

THE COURT: Thank you.

So I'm going to take the matter under advisement, and I think the best way to tee this up for Judge Smith is to do so in a Report and Recommendation on the motion to amend, which would be just focused on the viability of the proposed Count II.

Again, I think it presents the same issue but rather than adjudicating the motion to dismiss 7, I think on a motion to amend we can apply the 12(b)(6) standard to a proposed count. So I'd rather deal with it in that context. That's my initial reaction and recommend that the motion to dismiss, ECF 7, essentially be deemed moot and the legal issue be dealt with in the context of ECF 13, but I will do so in the Report and Recommendation so both sides will have a right to object and seek de novo review from Judge Smith.

I am going to take the matter under advisement, and I'll prepare that Report and Recommendation as soon as possible.

Thank you for your well-prepared arguments on both sides today, gentlemen. It's good to see both of you.

MR. DION: Thank you, your Honor.

MR. BODURTHA: Thank you, your Honor. Good to

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see you, as well.
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               THE COURT: Court will be in recess.
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<u>CERTIFICATION</u>

I, Anne M. Clayton, Approved Federal Court
Transcriber, do hereby certify that the foregoing
transcript is a correct transcript prepared to the best
of my skill, knowledge and ability from the official
digital sound recording of the proceedings in the
above-entitled matter.

/s/ Anne M. Clayton
----Anne M. Clayton

August 21, 2019

Date